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ABSTRACT

This guide is intended for use by state officials as a guide to state policies, practices, and procedures that enhance employment opportunities for older workers. An executive summary highlights the problems--labor shortages and the strain on the retirement system--and a remedy--staying on the job longer. Examples of policies, practices, and procedures that states may want to consider are described. Recommendations are that all states should have a state-level planning mechanism to address employment and training needs of older individuals, older workers should be represented in policymaking bodies, and older worker organizations should increase their advocacy role. The body of the guide analyzes and synthesizes results of a national survey sent to state Job Training Partnership Act (JTPA) liaisons, directors of state units on aging, and selected directors of local JTPA service delivery areas; 53 responses from 36 states are included. The guide is divided into four sections. The first contains a variety of relevant state-level policies and practices. The second section covers JTPA policies and practices. The third section is devoted to Employment Service (Wagner-Peyser) policies and practices. The final section covers the Title V Senior Community Service Employment Program authorized under the Older Americans Act. The appendix contains 11 references and proclamations on older workers by the Governors of New Mexico and New York. (YLB)

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A GUIDE TO STATE-LEVEL POLICIES, PRACTICES, AND PROCEDURES: ENHANCING EMPLOYMENT OPPORTUNITIES FOR OLDER WORKERS

State Policy Reports

Employment and Social Services Policy Studies

Training and Employment Program

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NATIONAL GOVERNORS' ASSOCIATION

State Policy Reports

Employment and Social Services Policy Studies

Training and Employment Program

by Fernando L. Alegria Jr.

Training and Employment Program
Center for Policy Research
National Governors' Association

The National Governors' Association, founded in 1908 as the National Governors' Conference, is the instrument through which the nation's Governors collectively influence the development and implementation of national policy and apply creative leadership to state issues. The association's members are the Governors of the fifty states, the commonwealths of the Northern Mariana Islands and Puerto Rico, and the territories of American Samoa, Guam, and the Virgin Islands. The association has seven standing committees on major issues: Agriculture and Rural Development; Economic Development and Technological Innovation; Energy and Environment; Human Resources; International Trade and Foreign Relations; Justice and Public Safety; and Transportation, Commerce, and Communications. Subcommittees and task forces that focus on principal concerns of the Governors operate within this framework.

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Fernando L. Alegria Jr.
Project Director

Executive Summary

The Problems: Labor Shortages and the Strain on Retirement Systems

Labor Shortages. While some geographic areas are experiencing high unemployment and a surplus of both skilled and unskilled workers, other areas are struggling to find qualified workers to meet the demands of industry. Adding to the complexity of labor supply and demand is the impact of a changing U.S. economy whereby a labor surplus during recessionary times quickly becomes a labor shortage as the economy improves. There are also shortages of entry-level workers that are due to a skills gap. Two-thirds of employers recently surveyed found the current pool of entry-level applicants insufficiently prepared in basic skills. Finally, because of dramatic structural changes in the workplace that require retraining, those in the labor force who lack the basic skills to be retrained and older workers who are not afforded the opportunity to retrain are joining the ranks of the unemployed.

Aside from the current labor market and the impact of short-term economic fluctuations, projections for the twenty-first century indicate that there will be potentially unprecedented future labor shortages due to a slowdown in the growth of the labor force. The U.S. Department of Labor reports that since 1982, the United States has generated 16 million new jobs, more than two-and-a-half times the total jobs generated by the six other major industrial nations combined. While the pool of younger workers is shrinking and the number of jobs is increasing, the number of persons age fifty-five and older is also increasing. According to the Bureau of Labor Statistics, approximately 22 percent of the population is currently fifty-five or older; by the year 2030, one-third of the population will be at least fifty-five years old.

The Strain on Retirement Systems. Early retirement has become a predominant labor market trend in the United States, primarily among male workers. However, the American Association of Retired Persons suggests it is likely that women will follow the pattern as their economic condition improves. Considering that by the year 2010 baby boomers born in 1946 will begin to retire, there is concern about the capability of the Social Security system and private pensions to support the retirement of baby boomers. By the year 2030, when most of the baby boomers will have retired, the U.S. population aged sixty-five or older will grow from 12.5 percent to 20 percent. To further strain the retirement systems, the longevity of the population will continue to increase. In addition, early retirees on fixed incomes may find that the combination of early retirement and longer longevity will allow inflation to erode their income below desired standards of living.

A Remedy to Alleviating Labor Shortages and Strengthening Retirement Systems

While there is a pool of older persons who can alleviate these anticipated labor shortages by remaining in the workforce, the nation may not be able to utilize this valuable resource without changing the prevailing attitudes about older workers. State policymakers are in a strategic position to develop and implement state-level policies,

practices, and procedures that enhance employment opportunities for older workers, and encourage them to remain employed beyond the minimum retirement age. Working longer provides dual benefits: it alleviates labor shortages and it reduces the strain on retirement systems.

A national survey conducted by the National Governors' Association to obtain information on current state policies, practices, and procedures that enhance employment and training opportunities for older individuals has provided a wealth of information. This guide is organized into four separate sections for easy reference of the various types of policies that have implications for older workers: general state-level policies, practices, and procedures that have an impact on employment and training opportunities for older individuals; Job Training Partnership Act policies and practices; Wagner-Peyser Act—Job Service policies and practices; and Senior Community Service Employment Program (SCSEP) policies and practices. Each chapter contains background information on the major focus area to assist the reader in understanding the policy rationale and its possible implications.

Because all states are different in terms of demographics, available resources, program priorities, and political realities, a policy that works in one state may not work as well in another. Nonetheless, there are basic principles that apply to most policies that affect older workers, many of which can be adopted or, if appropriate, tailored to meet specific situations. The following are a few examples of the types of policies, practices, and procedures contained in this guide that states may want to consider.

- **State-level Older Worker Task Forces/Committees.** States like COLORADO, MARYLAND, NEW MEXICO, and SOUTH DAKOTA have established a state-level task force or committee to study older worker issues and to make policy recommendations to enhance employment opportunities. While these states benefit from addressing a wide range of specific issues through their task forces/committees, a critical advantage is having a formally recognized group to study the broad issues, and to establish realistic goals and priorities for a state action agenda. Examples of current goals of some of the state task forces/committees for older workers include determining gaps in services; fostering communication between agencies; addressing duplication of services; creating a data-based retrieval system for sharing resources; and supporting federal and state initiatives for services and funding.

- **State Civil Service.** A majority of the states have adopted policies that enhance employment opportunities in state civil service for older workers. However, some states have made extraordinary efforts to implement policies in areas that are critical for older worker employment including flex-time, part-time, and reduced-time work for retirees, and flexibility on timed tests for older individuals. For example, in CALIFORNIA a statute provides for partial service retirement. State employees who are eligible to retire have the option of working on a reduced-time basis and receiving retirement payment for the other part of the time. Thus, older employees can ease into retirement, give management the benefit of their valuable expertise, and be available to train younger employees. The government code also allows retired employees to work 960 hours in each calendar year. Under this

provision, retired employees are not returned to active status, but retain retirement salary while receiving additional civil service salary. Furthermore, employment opportunities for individuals with disabilities/limitations are greatly enhanced by a policy that enables departments to make certain adjustments in the workplace to make it possible for employees to perform essential duties.

- **State-Level Private Sector Initiatives and State-Funded Employment and Training Programs**. Many states have developed policies, practices, and procedures relating to private sector initiatives, and have designed and implemented state-funded employment and training programs that enhance employment and training opportunities for older workers. For example, many states conduct statewide job fairs or business forums to get employers and potential older employees together, or to recognize formally employers who fully support the provision of employment opportunities for older individuals. Other states are training their program staff to work with the private sector to develop job opportunities that better accommodate older individuals and other "hard-to-place" jobseekers. For example, in NEVADA, program staff are trained to consider flex-time, job-sharing, and work-site accommodations and to perform job development for these jobseekers who are frequently older workers.

- **State-Level Polices Relating to Federally Funded Employment and Training Programs for Older Workers**. States have developed a variety of innovative state-level policies, practices, and procedures that enhance the effectiveness of federally funded employment and training programs such as the 3-percent Set-Aside Program for Older Individuals under the Job Training Partnership Act (JTPA), and the Senior Community Service Employment Program (SCSEP) under Title V of the Older Americans Act. These policies range from determining the most suitable optional methodology for the allocation of JTPA funding, to requiring the rotation of Title V enrollees every twelve to twenty-four months to encourage host agencies to hire enrollees rather than lose them due to rotation. For example, in order to provide JTPA services to more older dislocated workers, the states of COLORADO, LOUISIANA, and SOUTH DAKOTA have established policies whereby Title III JTPA dislocated worker service providers may accept documentation of forced or early retirement as equivalent to layoff notice in establishing applicant eligibility.

- **State-Level Policies and Practices Relating to the Job Service under the Wagner-Peyser Act**. Many states have enacted a variety of policies and practices to enhance services provided by the Job Service to older individuals. For example, several states, including CALIFORNIA, ILLINOIS, KANSAS, MISSISSIPPI, PENNSYLVANIA, WASHINGTON, and WEST VIRGINIA, are assigning older worker specialists to the Job Service from older worker organizations, or designating Job Service staff to work exclusively with older clients. States report that older individuals can relate better to these specialists who can also serve as resources to other Job

Service staff in providing counseling, testing, referral, and job development services for older workers.

Recommendations

- **All States Should Have a State-Level Planning Mechanism to Address Broad Employment and Training Needs of Older Individuals.** States should begin by establishing a state-level task force or committee to study older worker issues and to develop realistic goals for addressing the employment and training needs of older individuals. These state-level goals can then be translated into an action agenda for implementation by the public and private sectors.

- **Older Workers Should be Represented in Policymaking Bodies.** It is imperative that the interests of the mature worker be adequately represented in policymaking bodies such as JTPA state job training coordinating councils, private industry councils, vocational education councils, and other boards and committees that deal with employment, training, and education issues or provide supportive services. Those representing the interests of older individuals do not necessarily have to be drawn from older worker organizations, but should be knowledgeable about the issues and communicate frequently with older worker organizations.

- **Older Worker Organizations Should Increase Their Advocacy Role.** Older worker organizations can play a vital role in increasing employment opportunities for older individuals by better informing the general public and employers about the advantages of hiring and retaining them. Through their relationships with private and public sector employers and the general public, representatives from older worker organizations are in a strategic position to change employers' negative attitudes about older workers by emphasizing their reliability, experience, organizational loyalty, and good work habits.

1. Introduction

Meeting the Nation's Labor Market Needs

While there is a surplus of both skilled and unskilled workers in some geographic areas, labor shortages may exist at the same time in other cities or regions of the country. Adding to the complexity of labor supply and demand is the impact of a changing U.S. economy. A tight labor market during good economic times can quickly turn into high unemployment during a recession, as many states are now experiencing.

Even during periods of economic decline or stagnation, virtually all states continue to have shortages in certain specialized occupations such as nursing. As a result, foreign workers are brought to the United States to fill the need. There also are shortages of entry-level workers, which may be due to a skills gap. As noted in the 1988 publication, *Building A Quality Workforce*, prepared by the U.S. Departments of Labor, Education, and Commerce, recent surveys indicate that two-thirds of employers find the current pool of entry-level applicants insufficiently prepared in basic skills. Finally, dramatic structural changes in the workplace requiring the retraining of workers are causing some workers to join the ranks of the unemployed, thus further reducing the nation's productive labor force. Individuals in this predicament include workers who cannot be retrained because of a lack of basic skills, and older workers who are not afforded the opportunity to retrain.

However, aside from the status of the current labor market and the impact of any short-term economic fluctuations, projections for the twenty-first century indicate that there will be potentially unprecedented labor shortages in the future because of a slowdown in the growth of the labor force. In its January 1989 report, *Labor Market Shortages*, the U.S. Department of Labor reported that since 1982, the United States "has generated 16 million new jobs, more than two-and-a-half times the total jobs generated by the six other major industrial nations combined." While the pool of younger workers is shrinking and the number of jobs is increasing, the number of persons age fifty-five or older is also increasing. According to the Bureau of Labor Statistics, approximately 22 percent of the population is currently fifty-five or older; by the year 2030, one-third of the population will be at least fifty-five years old.

These future labor shortages, as well as today's area-specific tight labor markets, make it imperative for states to better utilize the valuable experience and skills offered by older workers. The United States is losing experienced, highly skilled workers through early retirement, which has become a predominant labor market trend in the United States. While early retirement currently involves mainly the male

workforce, the American Association of Retired Persons says it is likely that women will follow the pattern as their economic condition improves.

One way to address the early retirement problem is to make working beyond the normal retirement age more attractive by instituting state policies and practices that reward older workers in meaningful ways. For example, older workers who stay on the job beyond the normal retirement age could receive expanded benefits, additional pay, flexible working hours and, if necessary, modified working conditions to lessen physical stress.

Weighing the Costs of Early Retirement

There is also concern about the capability of the Social Security system and private pensions to support the retirement of baby boomers. By the year 2010, baby boomers born in 1946 will begin to retire, but the full effect will not be felt until after 2030, when most of them will have retired. By that time, the U.S. population aged sixty-five or older will grow from the present 12.5 percent to 20 percent. To further strain retirement systems, the longevity of the population will continue to increase. Over time, early retirees on fixed incomes may find that the combination of these factors—early retirement and increased longevity—when coupled with inflation will cause their income to fall below desired standards of living. One can assume that if other factors are equal, a comparison of individuals with similar earnings will show that workers who remain in the labor force the longest will enjoy the highest standard of living.

Alleviating Labor Shortages and Strengthening Retirement Systems

While there is a pool of older persons who can alleviate these anticipated labor shortages, there is compelling evidence that the nation may not be able to utilize this valuable resource fully without changing prevailing attitudes about older workers. State policies, practices, and procedures can have a profound impact on employer attitudes and employment opportunities for older workers. These include policies relating to employment and training programs, state civil service retirement requirements, and private sector incentives to encourage wider employment, training, and retention opportunities for mature workers.

The State Policy Options Guide

This guide was developed for use by state officials as a guide to state policies, practices, and procedures that enhance employment opportunities for older workers. It includes examples of state policies and practices that should be avoided because they may have an adverse impact on employment opportunities for older individuals.

The guide is organized into four sections: the first section contains a variety of relevant state-level policies and practices; the second section covers JTPA policies and practices; the third section is devoted to Employment Service (Wagner-Peyser) policies and practices; and the final section covers the Title V Senior Community Service Employment Program (SCSEP) authorized under the Older Americans Act. The appendix contains proclamations on older workers by the Governors of New Mexico and New York.

Information on the state policies, practices, and procedures described in the guide was obtained from a national survey that was sent to State Job Training Partnership Act (JTPA) liaisons, directors of state units on aging, and selected directors of local JTPA service delivery areas. Fifty-three responses to the survey were received from thirty-six states. These responses represent a cross section of all states, and state and local agencies responsible for elder affairs and employment and training programs. The diversity of respondents provided a broad range of views on the impact of state-level policies on older workers from the perspective of state-level agencies that develop and implement the policies, as well as local organizations that operate programs under them.

2. General State-Level Policies, Practices, and Procedures That Have an Impact on Employment and Training Opportunities for Older Individuals

State Civil Service

Most states have enacted state-level civil service policies that enhance employment opportunities for older individuals. However, some states have made extraordinary efforts to implement policies in multiple areas that are critical for older worker employment. These policies include establishment of programs to prevent age discrimination; provision of flex-time and part-time work for older individuals; reduced-time work for retirees, and flexibility on civil service timed tests for older individuals. The following are examples of such policies.

- In ALASKA, the Older Alaskans Commission is sponsoring a training workshop for civil service employees titled "Age Issues in the Workplace." It focuses on avoiding age discrimination in interviews, supervision, performance evaluations, and opportunities for training.
- In CALIFORNIA, a statute provides for partial service retirement. This program provides state employees, who are eligible to retire, the option of working on a reduced-time basis, and receiving retirement payment for the other part of the time. Participation in this program initially requires management approval. The plan enables older employees to retire on a reduced-time basis, to provide valuable expertise to management, and to be available to train younger employees. The government code also allows retired employees to work 960 hours in each calendar year. Instead of being returned to active status, they retain retirement salary while receiving additional civil service salary. This gives California an experienced workforce that provides valuable temporary services. Also, a policy allows departments to make certain adjustments in the workplace to enable employees to perform the essential duties of their job. Employment opportunities for those with disabilities/limitations are greatly enhanced. California's programs and options for employees are evaluated according to their ability to enhance employees' job performance and morale and do not impede any employment opportunities.
- In CONNECTICUT, civil service practices enhance the hiring and retaining of older workers by hiring retirees for part-time work. An affirmative action officer also monitors the hiring practices of each agency.
- In FLORIDA, individuals who work past the required thirty years for retirement are given a higher rate of retirement for every year over thirty years of employment.

- ILLINOIS recognizes the value of the older worker and attempts to have a fair share of older workers in its workforce. Civil service regulations promote the hiring of older workers, and there is no policy of forced retirement.
- MARYLAND's Civil Service policies/regulations enhance the retention of older workers in that there is no mandatory retirement age in state employment. In addition, the annual assessment of persons age seventy and older for "continuation of employment" has been eliminated.
- MARYLAND also has an exception to the state merit system, whereby an individual with limited skills can be hired for an entry-level position through the decision of a state agency to "interview and hire." The agency uses its own hiring criteria in such cases, rather than the typical testing method. There are thirty-three such job classifications in the state system. For one of these classifications, clerical assistant, an applicant meeting low-income criteria can apply for a "certificate of disadvantage" and receive priority for employment in the "interview and hire" process. The position of clerical assistant often appeals to seniors.
- Some states, including MISSOURI, have state policies that are neutral with regard to enhancing or impeding the hiring and retention of older workers. Age is not a factor in the selection and retention process.
- A number of other states, such as MISSOURI, also allow part-time employment and job sharing. Although all employees are allowed the option of participating in these special arrangements, the biggest beneficiaries are frequently older workers for whom part-time employment is highly prized.
- The NEBRASKA Civil Service has instituted several practices to encourage the retention of older workers. Included are the use of flex-time; switching from full- to part-time arrangements; working a compressed work week; and job sharing that allows a permanent, part-time arrangement.
- NEBRASKA also has a practice that helps keep older individuals informed of openings in state positions. The state department of personnel compiles and mails a job listing of open state positions each week. Recipients include the state area agencies on aging, as well as the Job Service and other interested organizations.
- In PENNSYLVANIA, state civil service testing accommodates individuals with handicaps, which in some cases includes older individuals. The civil service provides readers for the visually impaired or the learning disabled. It also allows extra test-taking time for those with disabilities and preferential parking for individuals with impaired mobility. The civil service is also considering large print tests for all classifications. Currently, large print is provided only for a few classifications. Furthermore, the civil service is developing a computerized mailing list of employment information to distribute to agencies that serve older Pennsylvanians.
- WASHINGTON's Civil Service designates all individuals over forty years of age as a protected group for employment, and mandates that they are not

underrepresented in state employment. However, today's demographics indicate that the majority of the population is between thirty-five and forty-five years old. Therefore, it is not difficult to meet the over forty age requirement and the state does not maintain a breakdown of individuals over age fifty-five.

- WEST VIRGINIA's Division of Personnel enhances employment opportunities for older workers through part-time, intermittent, and six-month temporary employment. These employees cannot work more than 945 hours per year. This intermittent employment enables them to work without affecting other income or benefits they may be receiving. Older and disabled workers also benefit from the practice of reading examinations to those with vision problems.

In contrast to the above survey responses discussing state policies and practices that enhance employment opportunities for older individuals in civil service, several state officials believe that some of their state-level policies seriously impede the employment of older individuals. Virtually all the impediments cited below were addressed in previous examples of state-level civil service policies that enhance employment opportunities for older individuals.

- **Testing Procedures**. Several states' civil service testing procedures for eligibility can be extremely difficult for older workers, and frequently prevent them from obtaining employment. In particular, mandatory use of timed tests for many entry-level and professional positions, especially when the test score is the sole criterion for placement, is a major barrier for older workers. One state official indicated that there have been discussions with the department of civil service to provide bonus points to persons age fifty-five and over, similar to veterans' points. However, the state has been unable to secure approval for this option thus far.

- **Competing with Younger Workers**. One state official believes that local civil service policies impede the hiring of older workers in that they must compete with younger workers for civil service jobs. Therefore, few older workers have a real opportunity to enter the labor market through civil service. Another state official felt that factors for selecting employees under the state merit system—such as seniority or a score in the top 5 percent to qualify for an interview—inhibit the hiring and promotion of older persons, particularly those who are economically disadvantaged.

- **Early Retirement Options**. Several state officials indicated that instituting early retirement programs for civil service employees impedes the retention of older workers. One official said that adequate counseling is not provided to employees considering early retirement and stated that, "In many cases the person being motivated to retire early has a false sense of security, in that he or she believes it will be somewhat easy to find new full or part-time employment. The true facts on employment opportunities for older workers need to be discussed."

- **Flexible Work Arrangements.** Some state officials believe that there are limited opportunities for state employees to work part-time or participate in job-sharing arrangements where two employees share a single full-time job.
- **Recruitment of Older Individuals.** Some officials said their states have no proactive practices to recruit or retain older workers.

State-Level Private Sector Initiatives and State-Funded Employment and Training Programs

Many states have developed policies, practices, and procedures relating to private sector initiatives, and have designed and implemented state-funded employment and training programs. The primary state goals are to create jobs in new and expanding industries; provide retraining assistance to companies that modernize through the introduction of new technology; and develop opportunities for retraining, upgrade training, and cross-training of the existing workforce to prevent dislocation. This section describes state policies, practices, and procedures relating to private sector initiatives and state-funded programs that either enhance or impede employment and retention opportunities for older individuals or special population groups with a significant number of older individuals. The following programs and initiatives are examples of such efforts.

- ALASKA has a State Training and Employment Program (STEP) that uses funds from the Department of Labor Unemployment Insurance trust fund, and serves persons who are not JTPA-eligible. For this STEP program, "older" is defined as age forty and over.
- TEXAS is conducting research on the feasibility of creating a part-time retired state worker job bank, which initially will be limited to retirees residing in Travis (Austin) and surrounding counties. Most of these retired workers will be age fifty-five and over. If various problems can be overcome, this program can begin in twelve or fifteen months on a test basis, initially using three or four Austin-based state agencies as employers. If initial results prove successful, expansion could follow to include all interested state agencies.
- WASHINGTON has a state-funded employment and training program for special populations titled the Claimant Placement Program (CPP) for older individuals. CPP is designed to provide intensive re-employment services to unemployment insurance claimants. Individuals over fifty are one of two priority populations for CPP.

A common initiative to publicize employment opportunities for older individuals and to develop job opportunities with employers is for states to conduct either statewide or local job fairs or business forums to get employers and potential older employees together, or to recognize formally employers who excel in providing employment opportunities for older individuals. For example:

- MISSOURI has implemented a statewide campaign to promote hiring individuals fifty-five and over, as well as dislocated workers of all ages.

- NEBRASKA encourages individual JTPA service providers to work with local employers in their communities. Staff are encouraged to serve on the private industry councils and to work with local chambers of commerce to create awareness of older worker issues in the workplace. State-level staff respond to all requests for information about older workers, and actively promote age-neutral personnel policies and practices.
- Some states are training their program staff to work with the private sector to develop job opportunities that better accommodate older individuals and other hard-to-place jobseekers. For example, in NEVADA, program staff are trained to consider flex-time, job sharing, and worksite accommodations, and to perform job development for these hard-to place jobseekers.
- In NEW YORK, the Governor proclaimed "Employ the Older Worker Week," March 10-16, 1991, in recognition of the valuable resources that older persons bring to the workplace. During this week, the state office on aging completed production of a twenty-second public service announcement titled, "Joggers," to dispel the over-the-hill myths about older workers.
- In PENNSYLVANIA, the Hall of Fame of Champions of Older Workers was established to identify, promote, and honor Pennsylvania employers who have made noteworthy efforts to hire older workers and increase employment opportunities for people over age fifty-five. Each year, four employers from around the state are selected from nominations submitted by employees, employers, and the general public. The winners exemplify creative and progressive policies regarding older workers.
- In VIRGINIA, the state's Employment and Training Division conducted a business forum that included a presentation on a major national hotel chain's initiatives for hiring and retaining older workers.
- A local service delivery area in WASHINGTON has arranged with a major employer to print a message on grocery bags promoting older worker employment. The state plans to make this initiative a statewide effort.

Other State Policies, Practices, and Procedures

State Older Worker Task Forces/Committees. Several states have established task forces or committees to study older worker issues and to make appropriate recommendations. Some examples follow.

- In 1985 COLORADO formed an Older Worker Task Force to encourage increased coordination between state agencies that provide employment and training services for older workers. Since then, the role of the task force has expanded to include identifying and allocating funding and other resources for the development of local programs; providing technical assistance for the development of local systems; and holding regular meetings for training on employment and aging issues.
- An Interagency Committee on Aging Services has existed in MARYLAND since 1982. The committee focused primarily on long-term care issues until

1989. At that time, the composition of the committee and its mission were expanded through legislation. The legislation required the committee to develop and annually update a plan for providing coordinated health services, social services, transportation, housing, and employment services to elderly persons consistent with the priorities established by the Office on Aging. To carry out its expanded mission, the committee established five areas of priority for its attention, one of which involves employment issues for older individuals.

- NEW MEXICO established a committee in 1990 to address older worker issues. Representatives from the JTPA state administrative entity, the three service delivery areas, and the state agency on aging prepared and submitted a report on its findings including an analysis of and recommendations for increasing the number of older workers in the "applicant pool."
- SOUTH DAKOTA recently initiated a state-level interagency coalition on aging, which aims to determine gaps in services; foster communication between agencies; address duplication of services; create a data-based retrieval system for sharing resources; explore philosophies of service delivery; support federal and state initiatives for services and funding; and foster networking.

Several states have developed state-level policies to encourage the education and training of older individuals by providing free or reduced tuition in their educational institutions. Some examples follow.

- In COLORADO, the State Board for Community Colleges and Vocational Education has a policy authorizing colleges to offer scholarships to senior citizens. These scholarships may be offered for up to 50 percent of the cost of tuition to those over sixty years of age.
- The law in MARYLAND entitles persons age sixty and over to take courses with no charge for tuition in community college facilities or at designated locations in the community (such as senior centers) where community college staff teach. These courses may include credit or noncredit-bearing classes in basic skills, vocational training, academic areas, or self-enrichment.
- In NEBRASKA, local community colleges are encouraged to coordinate activities with the aging network to provide specialized training for older adults. Adult basic education is encouraged when necessary, and many older adults receive their General Educational Development (GED) certificate.
- RHODE ISLAND residents over age sixty may take courses tuition free at the state university and some local community colleges. Courses are on a space-available basis, and a small registration fee is required. Nevada also offers many courses tuition free or at a reduced cost for seniors in state-sponsored university and community colleges. In PENNSYLVANIA, the Older Worker Task Force maintains a list of educational institutions that provide training for older workers. A statewide summary of vocational technical

schools and community colleges indicates that there are a number of free or reduced-cost training opportunities available to older individuals.

- VIRGINIA permits persons over age sixty, who have resided in Virginia for one year, to take courses in any state-supported institution without paying tuition or fees. These privileges are subject to certain limits and restrictions. For example, they can only be admitted to courses after all tuition-paying students have been accommodated.

Aside from state policies to increase educational opportunities for older individuals by offering free or reduced tuition, a respondent stated, "The one practice that increases educational and training opportunities for the older workers is that of keeping the class sizes down to a workable size. By keeping the class size down, it becomes a less threatening situation as well as allowing more direct and personal contact with the participants."

Most states do not have state-level procurement policies specifically directed at older workers. However, most state policies relating to requests for proposals (RFPs) place older worker organizations at a disadvantage for competitive procurements because of performance requirements that are difficult to meet when serving older workers or other hard-to-serve individuals.

Some states have used publications as a way of enhancing employment opportunities for older individuals. Some examples follow.

- TEXAS has a monthly newsletter titled the "Aging Digest" that is distributed statewide to agencies providing aging services and interested individuals.
- In WASHINGTON, state publications containing job announcements always include the following: "The State of Washington is an Equal Opportunity Employer...persons over 40 years of age...are encouraged to apply."

Many states have a variety of policies in the area of affirmative action that have an impact on older individuals. For example, in NEBRASKA, the Affirmative Action Office maintains a resource bank of people for the protected groups, including individuals who are age forty and over. Most of the state's vacant positions are reviewed by this office, and the resource bank files are searched for eligible candidates. These candidates are then contacted and encouraged to apply for the positions if they are interested. Depending on affirmative action statistics for the individual agencies, some specific targeting is done. It is usually done to comply with affirmative action plans that have been approved by the state affirmative action office.

Some state agencies also serve as advocates for seniors. For example, in NEVADA, the Division for Aging serves as an advocacy agency for all seniors in the state. Through practice and presentations, the agency encourages the hiring and retention of seniors in meaningful employment. Utilization of seniors in "make-work" or "junk jobs" with low pay and minimal chance for advancement is discouraged.

3. Job Training Partnership Act Policies and Practices

Background on the JTPA Title II-A, 3-Percent Set-Aside Program

The primary JTPA program serving older workers, commonly referred to as the 3-percent older worker program, is a state set-aside devoted exclusively to serving economically disadvantaged individuals over the age of fifty-five. These programs are designed to provide training for placement of older individuals in employment opportunities with private business concerns. The legislation states that "the Governor shall give consideration to assisting programs involving training for jobs in growth industries and jobs reflecting the use of new technological skills."

Program data from the U.S. Department of Labor indicates that during Program Year 1989 (July 1, 1989—June 30, 1990) approximately 32,092 older individuals were served. The total national funding for the 3-percent set-aside program for that year was approximately $53.6 million.

As of this writing, there are several bills before Congress to amend JTPA. One of the proposed amendments that appears in both the administration's bill and the bipartisan House bill eliminates the 3-Percent Set-Aside Program for Older Individuals. In its place, the bills require all service delivery areas to expend a percentage of their funds (no less than 6 percent in the administration's bill and 8 percent in the bipartisan House bill) on services for individuals who are fifty-five and over. Although this portion of the guide deals with the 3-percent set-aside program, which may be eliminated, the information should still be useful to states even if the JTPA amendments are enacted into law. Many of the principles contained in the policies, practices, and procedures described in this section could be implemented by states to enhance the services provided at the local service delivery area (SDA) level. In addition, this section is intended to provide a better understanding of the implications of state policies on employment opportunities for older individuals.

State-Level Policies, Practices, and Procedures Relating to Administration of the JTPA Title II-A 3-Percent Set-Aside Program for Older Individuals

Selection of a State Agency to Administer the 3-Percent Set-Aside Program for Older Individuals. Approximately two-thirds of the states are administering the 3-Percent Set-Aside Program for Older Individuals through the state JTPA office. In another 20 percent of the states, the state units on aging were selected by the state JTPA agencies to administer the entire 3-percent set-aside program because of their specialized experience with programs for older individuals, and their existing statewide

network of area agencies on aging. Specific information is not available on the remainder of the agencies that are administering the 3-percent set-aside program.

Options for Administration of the 3-Percent Set-Aside Program. States have several options for allocating the 3 percent set-aside funds: allocating funds to the SDAs by the Title II-A formula or by other formulas based on need or other factors; conducting a competitive selection process (request for proposals) open to SDAs and other nonprofit organizations; or using a combination of methods.

States are fairly evenly divided in how they distribute the 3-percent funds throughout the state. Approximately one-third of the states distribute the funds to service delivery areas through the use of a formula. Another third distribute the funds through an RFP process, and the remaining third of the states use a combination of the two allocation methods.

Advantages and Disadvantages of Methods for Allocation of 3-Percent Funds

Formula Allocation to SDAs. States that use a formula for allocating the funds to their SDAs have found that it is a relatively fast and simple process. All areas of a state can be covered, and use of a formula based on the residence of economically disadvantaged older workers can target funds to areas with the greatest need. The main disadvantage of this method is that all SDAs receiving the funds may not have the capability and/or interest in operating an older worker program.

Statewide Request for Proposals (RFP). States that administer a statewide program by using an RFP process have found that the applicants have a genuine interest in operating older worker programs. If there is a good response to the RFP, the state can select the most qualified providers; and competition among providers helps ensure the containment of costs. The disadvantages of using an RFP are that the process can take much more time than allocated by formula, and the selected providers may not cover the whole state.

Using a Combination of the SDA Formula Allocation and the RFP Process. Since there are definite advantages and disadvantages to using either a formula allocation or RFP process for distributing funds to the SDAs, some of the states are using a combination of the two methods. These states allocate a portion of the 3-percent funds to the SDAs by formula, and hold back a portion of the funds for an RFP process. Although this alternative may be more time consuming for the state agency, this method offers the benefits of rapid allocation of at least part of the funds; statewide coverage; selection of interested and capable operators; and cost containment.

State Policies to Improve the Administration and Effectiveness of 3-Percent Set-Aside Programs

As stated earlier, a disadvantage of allocating the 3-percent funds to SDAs is that some of the SDAs may not have the capability or interest in operating an older worker program. To address this issue, several states have developed policies to ensure that SDAs meet certain criteria before they are eligible to receive 3-percent set-aside funds. Some examples follow.

In CALIFORNIA, 3-percent set-aside funds are not automatically allocated to all the service delivery areas. The Governor's Coordination Special Service Plan requires that in order to receive the allocated funding, SDAs must either operate a program exclusively for older workers or make arrangements for such a program to be operated through a subcontractor. In addition, SDAs must satisfy a "fund utilization criterion," requiring a minimum 80 percent expenditure level before being eligible to receive funds. Leftover funds because of a lack of requests from SDAs are made available to SDAs that have demonstrated effective use of these resources in providing services to older workers.

In WASHINGTON, a policy has been established that mandates that each SDA training plan identify growth industries and jobs that have a special emphasis on the JTPA 3-percent older worker program. This policy also emphasizes services to older individuals by requiring a description of how applicants are informed of program services; what special procedures are used to recruit individuals fifty-five years of age and older, and a description of activities to overcome age stereotyping.

Some states that award 3-percent set-aside funds on a competitive basis have also developed policies to ensure that only the most qualified recipients are able to compete successfully for available funding.

In FLORIDA, the request for proposal (RFP) process begins when the state advertises the availability of funds. All governmental agencies, community-based agencies, and nongovernmental organizations may apply for funding unless it has been debarred by actions of any governmental agency; has had a previous contract terminated for cause prior to the expiration of a contractual period; has not complied with an order of any agency of Florida to repay disallowed costs incurred; and/or did not achieve at least 75 percent of its performance goals projected for completion during the preceding contract year. Workshops are held to assist potential service deliverers in developing their proposals. An important feature of Colorado's RFP is a requirement that applications must demonstrate local coordination efforts by listing all coordinating agencies and the resources that each will bring to the local older worker effort. Representatives of the other state agencies, including the state unit on aging, participate in the planning of the RFP process and the evaluation of proposals.

Some states have developed special state-level organizational arrangements for administering the 3-percent set-aside program. For example, in MARYLAND, one-quarter of the JTPA 3-percent set-aside funds are granted to the state office on aging (SOA) by the Department of Economic and Employment Development (DEED) for the development of innovative training programs for economically disadvantaged older workers. A staff person at DEED serves as a consultant to SOA on program management. This department also monitors program and fiscal compliance of the SOA. The remaining three-quarters of the 3-percent funds are allocated to the local service delivery areas to operate programs for older workers. In this model, successful innovative programs selected from the group of programs funded by SOA are transferred to the local service delivery areas for possible replication. In some cases, successful replication of these innovative programs has occurred.

Coordination of the 3-Percent Set-Aside Program with Other Human Resource Programs

The Job Training Partnership Act places a great deal of emphasis on coordinating human resource programs to avoid duplication of services and to encourage the effective utilization of available resources. In order to carry out this mandate, the Governor is required to prepare a Governor's coordination and special services plan for two program years describing the use of all resources provided to the state and its service delivery areas under JTPA, and evaluating the experience over the preceding two years.

Most states have implemented policy directives that list the specific agencies and/or programs with which JTPA programs have to establish coordination or linkage agreements. As a result, there is extensive meaningful coordination taking place between the 3-percent set-aside program and other related programs such as the Job Service, Dislocated Worker Program, and the Title V Senior Community Service Employment Program (SCSEP). This is particularly evident in some of the collaborative efforts between the 3-percent set-aside program and the SCSEP. The following are some examples of coordination activities with the Title V SCSEP and other related programs that are generally representative of a number of states.

In COLORADO, four key state agencies—Aging and Adult Services (Title V), the Governor's Job Training Office (JTPA), Department of Labor and Employment, and the Colorado Community Services and Occupational Education Systems—have developed and maintained an ongoing coordination and joint planning effort known as the Governor's Older Worker Task Force. Since 1985, this state-level coordination effort has been expanded to include the direct involvement of approximately fifty older worker organizations statewide. This Senior Employment Network, which includes JTPA programs, Title V programs, Job Service Centers, locally funded programs, community colleges, and AARP Works volunteers, meets regularly for joint training, information sharing, and networking.

In CONNECTICUT, the State Department on Aging administers both the 3-percent set-aside program and the Title V SCSEP. This arrangement allows the Department on Aging to better coordinate the JTPA 3-percent set-aside program and the Title V SCSEP at the state level, and promote this coordination at the local level. Quarterly meetings, held for operators of both programs, provide an opportunity to deliver training and technical assistance and promote networking between employment professionals. Other joint program activities include a major conference of SCSEP enrollees and JTPA participants, an employer recognition breakfast, the publishing of a calendar of local events, and the development of a theme and poster. A significant portion of the funds for the older worker week are donated by both large corporations and small businesses.

In KANSAS, the Governor's Coordination and Special Services Plan requires written cooperative agreements between the service delivery areas and local older workers programs in their respective areas.

In 1986, KENTUCKY developed a concept to allow the 3-percent set-aside program to reach more eligible individuals, expend the allotted funds, and ensure maximum services for older workers. This initiative is a coordinated effort between the

Department for Employment Services field offices, the service delivery areas, and the JTPA central office staff. By establishing older worker specialist centers in each of the field offices staffed by a JTPA older worker specialist, Kentucky can provide full services to this population. Another key feature of this initiative is the central office coordinator who is responsible for supporting each area of the state in relation to center goals, objectives, SDA plans, and coordination of DES services and SDA programs. The coordinator and JTPA staff also monitor the older worker centers. Information on special strengths identified in one center is provided to other centers and considered for adoption. If weaknesses are found, staff move rapidly to assist and train personnel to better ensure success.

In MISSISSIPPI, the coordination and linkage strategies initiated by 3-percent set-aside program providers must include coordination with service providers operating the Title V SCSEP. This mandate is a part of the RFP package used to solicit new service providers each program year. In addition, the state council established a policy whereby a portion of the 3-percent set-aside administrative funds is used to coordinate marketing services for older workers with the council on aging and Title V sponsors. Such services may include developing brochures, exhibits, and/or other marketing materials to inform older workers of the training opportunities available to them through the various programs, and to inform employers of the benefits of hiring older workers as a viable part of their labor force.

NEBRASKA considers coordination efforts to be vital to providing comprehensive employment and training services to older adults. One of the strategies is to ensure adequate representation on relevant councils that make important policy and program decisions concerning older workers. The Nebraska Department of Aging, which has administered the 3-percent set-aside program since its inception, requires staff to attend all state job training council meetings and their coordination committee meetings to ensure that the interests of older individuals are represented, and to ensure coordination with other appropriate agencies. In addition, efforts are made to have representatives from local area agencies on aging on the private industry councils, and on the Nebraska Older Workers Council (NOWC), which is an incorporated statewide group with representatives from various relevant organizations.

NEVADA's 3-percent set-aside programs are administered by service delivery areas. The SDAs are required to have written, collaborative agreements with the local contractor for Title V Community Service Employment Programs. These agreements ensure that thought is given to program coordination, and that the agreements are updated annually.

PENNSYLVANIA, which allocates all of its 3-percent set-aside funds to the local SDAs, has established a unique policy to encourage close working arrangements with the local area agencies on aging (AAAs). The allocation formula awards 30 percent of the funds to SDAs based on how many AAAs are located in their area. This provision allows SDAs to award financial grants for referral of clients or other services to the local AAAs. In addition, the state conducts joint training sessions on older worker issues for AAA and SDA older worker employment specialists. Aside from providing useful and timely information, the joint sessions have fostered coordination at the local level for the operation of successful programs.

Cooperative Ventures between the 3-Percent Set-Aside Program and Other Organizations

Most states have enacted a variety of cooperative ventures between JTPA programs, Title V SCSEP programs (state and national sponsors), and other organizations such as vocational rehabilitation services and area agencies on aging. The following are examples of such cooperative ventures.

Job fairs are often sponsored by JTPA, Title V SCSEP, state units on aging, employment service, and other entities that serve mature workers. These job fairs are attended by employers and individuals age fifty-five and over who are seeking employment. In RHODE ISLAND, many older workers find limited access to job vacancies as a result of employers' perceptions of aging and other biases against older workers. They have discovered that job fairs enhance older worker job placement by allowing older workers and employers to meet informally and discuss qualifications, job responsibilities, and expectations. The older worker can promote his or her capabilities, and begin an exchange of information that is normally hindered in traditional job-hunting methods.

Although most states agree that job fairs are useful, some have discovered that these events tend to draw many older individuals who are looking for professional, mid-management, and upper-level jobs, while the employers attending the fairs are seeking employees to fill entry-level positions.

Jointly funded training sessions for staff who work with older individuals are common in many states. States have found that jointly funded sessions make better use of the limited funds available for training, and promote networking among the trainees who represent a variety of agencies that serve older workers.

Jointly sponsored special recognition events for older workers and employers are also a common practice. These events are an excellent opportunity to influence employers' attitudes toward older workers by providing them with an opportunity to formally recognize older workers for their outstanding achievements. In MISSOURI, the Governor sponsors a Missouri Older Worker of the Year contest. More than 300 nominations for this competition were submitted by employers this year. The contest was designed with each of Missouri's fifteen JTPA service delivery areas serving as boundaries for local older worker contests with separate but coordinated publicity and marketing efforts. The PENNSYLVANIA Hall of Fame Champions of Older Workers identifies, promotes, and honors employers for noteworthy efforts to hire older workers.

Rewarding outstanding employers as well as employees encourages other employers to emulate the actions of the employers being recognized.

Jointly sponsored media events to reach out to older workers and to develop job opportunities with the private sector have proven to be an effective practice in many states. States such as FLORIDA, MISSOURI, NEW MEXICO, and OKLAHOMA link many of these media activities to a "National Older Worker Week" or a "Senior Employment Week," designations usually officially declared by a Governor's proclamation (see appendix).

Other Programmatic State-Level Policies, Practices, and Procedures That Have an Impact on the 3-Percent Set-Aside Program for Older Individuals

A number of states have developed programmatic policies, practices, and procedures relating to such areas as performance standards, support services, testing, and staff training to increase employment and training opportunities for older individuals, and to enhance the quality of services. The following are examples of some of these policies.

Establishing performance standards for 3-percent set-aside programs is a Governor's option that some of the states are using successfully to increase program outcomes. However, most states are establishing less stringent performance standards to encourage local programs to increase the number of older individuals they serve. By making the standards easier to meet than the Secretary's standards for the JTPA Title II-A program for adult participants, local SDAs and other 3-percent set-aside providers are encouraged to serve more older workers who have serious impediments to employment and are therefore more difficult to train and place in unsubsidized employment. Some examples follow.

- Physical examinations are provided to all older worker participants in the DISTRICT OF COLUMBIA to determine in advance if they are employable. As part of their supportive services, older individuals are provided tokens and/or Metro cards to assist them with transportation costs to job referrals, orientation, drug awareness, substance abuse, or employment counseling. They also are given $35.00 as a "needs-based payment" per week, to cover the cost of lunch and transportation while in training.

- In LOUISIANA, the Governor has established a placement rate of 55 percent as one of the performance standards for the 3-percent program. This compares with 62 percent for the adult follow-up employment rate—the Secretary's standard for JTPA Title II-A—and 64 percent for the entered employment rate—the Secretary's standard for the JTPA Title III Dislocated Worker Program.

- Professional-level training and technical assistance are provided to MISSISSIPPI's 3-percent set-aside service providers to help ensure that the staff charged with the responsibility of implementing training and job placement activities have the expertise needed to achieve the desired goals of the program. A formal state policy has been adopted to provide these staff development activities in the administrative portion of the 3-percent set-aside funds.

- Special literacy initiatives for older individuals in MISSISSIPPI are coordinated with the Office for Literacy to provide technical assistance in the delivery of services, and to assist in developing program designs that will help those most in need of basic skills training to become employed. Emphasis is placed on providing training that will equip older workers with the functional skills needed to perform tasks for selected jobs, as opposed to providing academic training that may have little or no relevance to the job tasks to be performed.

- Employability skills training programs are designed in MISSISSIPPI to include a competency-based system approach to the training. With the added emphasis on competency-based training, it is expected that these programs will result in a better training curriculum and a higher placement rate for older workers.
- Flexibility for education and training opportunities for older workers is being provided in MISSOURI through two policies. Of all JTPA Title II-A activities, only the 3-percent set-aside and the 8-percent set-aside programs do not require testing to measure the participant's basic skill achievement. Second, a portion of the 3-percent set-aside program allocation is dedicated each year for tuition costs for vocational training for older individuals.
- In PENNSYLVANIA, a survey respondent from a local SDA stated that the state policy that excludes the 3-percent older individual program funds and enrollments from being tabulated in performance standards makes services to older workers much easier. The respondent stated, "High risk, innovative programs can be implemented without the fear of statistical failure that can negatively affect performance standards."
- SOUTH CAROLINA has established a set of performance standards for the 3-percent set-aside program requiring that at least 60 percent of all participants enter employment, but only 25 percent of employment must be full time. Allowing most of the placements to be in part-time employment is a particularly effective policy since many older individuals are only interested in part-time employment. Part-time employment for older workers is a critical issue that is also addressed in other sections of this guide on job placement, and civil service policies, practices, and procedures. RHODE ISLAND also has established a policy that acknowledges the difference in the training, placement, and employment needs of older individuals by allowing placements in part-time employment, and by not holding the 3-percent set-aside program to the more rigid performance standards established for programs for younger adults.
- UTAH has implemented an effective outreach program for older individuals and employers that includes maintaining an in-state, toll-free telephone line to receive incoming calls from potential employers or participants inquiring about the JTPA 3-percent set-aside program. The state has developed materials on the JTPA older worker program and other relevant information to respond to inquiries. OKLAHOMA has developed an innovative approach to the recruitment of older individuals by using cable television.

State Policies, Practices, and Procedures that Impede the Provision of Services

One survey respondent reported that a major impediment to providing services to older individuals is the lack of a state policy mandating a statewide and/or regional plan to provide services to older individuals. The respondent stated that the lack of such a plan impedes the access of older individuals to the employment and training system. The exchange of information between JTPA programs needs to serve this population.

According to the respondent, "Older workers become further discouraged and difficult to serve when required to adhere to procedures and milestones established for the younger job seekers." (Examples of state older worker task forces and other interagency arrangements established by states to address this issue can be found in the second chapter of this report.)

The lack of response to RFPs for the 3-percent set-aside program by businesses and organizations with connections to the business community is attributed to the lack of a full-time position in a state unit on aging. This position would be devoted to the field work necessary to stimulate private sector interest in hiring disadvantaged older workers, and consequently increase business participation in the RFP process.

Background on the JTPA Title II-A (78 percent) Program

Under JTPA, 78 percent of the Title II-A funds allotted to each state are distributed, by formula, to the local service delivery areas for operation of employment and training programs. Each SDA prepares a job training plan that identifies the groups served and the types of services provided.

For Program Year 1991 (July 1, 1991—June 30, 1992), a total of $1.4 billion has been allocated to the local SDAs for providing services under JTPA. U.S. Department of Labor participant data show that only 11,481 individuals age fifty-five and over were terminated after having received services from JTPA programs during Program Year 1989 (July 1, 1989—June 30, 1990). Historically, most of these participants have been served under the 3-percent set-aside program previously discussed.

State-Level Programmatic Policies, Practices, and Procedures that Have an Impact on Local Programs for Older Individuals. Under JTPA, the local service delivery areas have the authority to make most of the programmatic decisions such as selecting the clients to be served (within the eligibility criteria), selecting the service providers, and determining the services to be provided. However, the state JTPA agency can still have a significant impact on local programs by:

- Establishing incentives for SDAs to meet the needs of hard-to-serve individuals, including older persons;
- Implementing state policies that allow "borderline" economically disadvantaged older persons to be served by disregarding certain sources of income, such as Social Security, for eligibility determinations based on family income;* and
- Establishing state policies that encourage service delivery areas to operate programs that fully address the needs of older workers such as placement in part-time employment.

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* Any income disregard provisions for JTPA must be consistent with the definitions of family income for other state-administered, needs-based programs.

The following are examples of state-level policies, practices, and procedures that enhance employment and training opportunities for older individuals.

Recruitment of older individuals who meet the JTPA eligibility criteria can be greatly impacted by state policies. Since the family income for JTPA participants must meet the poverty line guidelines or not exceed 70 percent of the "lower living standard," many states have implemented policies that exclude certain sources of income for determining eligibility in order to expand eligibility to borderline cases. According to an April 1988 NASUA report, approximately forty-five states exclude income received from the Title V Senior Community Service Employment Program, and twenty-seven states exclude Social Security income. As previously stated, any income disregard provisions for JTPA must be consistent with the definitions of family income for all other state-administered, needs-based programs.

State policies that allow placement of individuals in part-time positions greatly enhance local employment and training opportunities for older individuals. There are many older persons who are unable to work full time, or who only want to supplement their income with part-time work to stay within the Social Security earnings limitation. As a result, there are numerous states that allow credit for placements in part-time employment. There are also states like MISSISSIPPI where the importance of part-time work is emphasized by encouraging service providers to make direct placements or enrollments in on-the-job training for part-time employment. In KENTUCKY, part-time on-the-job training contracts are offered only for older individuals.

In order to increase the percentage of older participants served locally, some states have instituted state-level policies requiring increased targeting of older persons by SDAs or they have instituted other policies that encourage the employment of older workers. The following are examples of such policies.

- CALIFORNIA does not have specific policy relating to the use of Title II-A funds for older workers; however, SDAs are encouraged to serve older workers in the Title II-A 78-percent program before supplementing local programs with 3-percent set-aside funds.
- ILLINOIS has an effective targeting policy requiring that participants, age fifty-five or older, make up at least 5 percent of the JTPA Title II-A enrollees in programs operated by service delivery area providers. This policy has significantly increased the number of older individuals being served under JTPA.
- In KANSAS, older workers are designated as a special target group in the Governor's Coordination and Special Services Plan (GCSSP). Such a designation in the GCSSP should result in increased targeting of older workers by the local service delivery areas.
- In MISSISSIPPI, the JTPA incentive award policy provides allocations to SDAs based on the percentage of individuals who are hard to serve, including older workers. In INDIANA, older workers are one of six hard-to-serve groups from which SDAs may select five. SDAs that serve those groups in the 78-percent programs in excess of those groups' incidence in the SDA's JTPA eligible population, qualify for an adjustment to their JTPA 6-percent set-aside incentive award. Older workers served under the

3-percent set-aside program count toward the service levels needed to qualify for the adjustment to the incentive award.

- SOUTH DAKOTA has a special policy to encourage employers to hire older individuals through its on-the-job training program. The state has two methods for reimbursing training costs to employers. The first method is "performance-based," which means that the participant must satisfactorily complete the training and be placed in a training-related job before payment is authorized to the employer. Under this method, the employer takes more risk. The second method, "special option," allows the employer to be reimbursed for actual training hours completed by the participant regardless of whether or not the participant satisfactorily completed the required training. Since employers take less risk with the special option, employers who hire older workers are reimbursed under the special option category.
- WASHINGTON has a policy mandating that SDAs serve older workers in the JTPA Title II-A (78 percent) programs at a level established in the base year of 1984. The result of having an established service level is that in some SDAs the number of older individuals served is kept to the required minimum, and additional older program applicants are referred to the JTPA 3-percent set-aside program. However, this practice is not generalized throughout the state. In order to increase the amount of services available to older workers, the state tracks services being provided to older workers in the 78-percent program to ensure that 3-percent funds supplement, rather than supplant, services to older individuals.

Some states have instituted state-level policies to ensure local coordination of older worker programs. For example, in VIRGINIA SDAs and AAAs are encouraged to coordinate delivery of Title II-A services to older individuals. The coordination criteria in the Governor's Coordination and Special Services Plan requires the development of formal agreements. In addition, the state mandates that the Title II Job Training Plan for SDAs identify specific barriers to coordination, and describe strategies to overcome the barriers. Local AAAs are identified as one type of agency to be targeted for coordination efforts.

While this guide focuses only on state-level policies, practices, and procedures that have an impact on employment and training opportunities for older individuals, they also benefit from a variety of formal and informal policies and procedures initiated at the local level. For example, a local SDA respondent in Texas stated that there is an unwritten policy that programs serving older workers have at least one older worker on staff. The reasons for this are two-fold: mature staff are more likely to understand the older participants, and mature staff serve as role models.

State-Level Programmatic Policies, Practices, and Procedures that Impede Employment and Training Opportunities for Older Individuals

Several respondents reported that their states have policies that either place limits on or prohibit part-time placements for older persons that impede recruitment of older participants. One respondent cited as an impediment a state policy requiring older

individuals to work a minimum of twenty-five hours per week because it hinders the placement of older individuals who prefer to work fewer hours per week. In addition, most JTPA job development efforts in that state are for full-time positions so that older workers seeking alternative work schedules are sometimes discouraged from applying for assistance. (See the previous chapter for a discussion of the issue and examples of state policies on part-time employment for older individuals.)

The inability to target older workers to receive significant resources for educational and training opportunities was cited by at least one respondent as an impediment. According to the respondent, most of the state's JTPA resources are targeted to youth and young adults. Another respondent stated that existing educational and training programs provided by vendors are geared to individuals who are entering the workforce for the first time rather those with a twenty to thirty-year work history.

Background on the JTPA Title III Programs for Dislocated Workers

Title III of JTPA provides employment and training assistance to dislocated workers who have been terminated or laid off and are unlikely to return to their previous industry or occupation. The law also extends eligibility to individuals who meet other criteria, including the long-term unemployed who have limited opportunities for employment or reemployment in the area in which such individuals reside. This category includes older individuals who may have substantial barriers to employment by reason of age. A major difference in the eligibility requirements between Title II and Title III is that the level of family income for Title III participants is not a factor in determining eligibility.

A problem in the Title III program has been the underrepresentation of older participants. For example, for Program Year 1989, dislocated workers aged forty-five and over were underrepresented in Title III compared with the eligible population. Approximately 26 percent of the Title III terminees were forty-five years of age and over, while 39 percent of the eligible population were in the same age category.

The following are examples of state policies, practices, and procedures that either enhance or impede the participation of older individuals in the Title III program.

On-site assignment of older worker specialists to local Title III dislocated worker offices has proven to be an effective practice in some states to enhance employment and training opportunities for older individuals. The older worker representatives work with the Title III dislocated worker specialists to ensure that older workers get the most suitable services available, regardless of whether they qualify for both the Title II-A 3-Percent Set-Aside Program for Older Individuals and the Title III program for dislocated workers.

- In KENTUCKY, the ten Title III substate grantees are the same as the Department for Employment Service field offices. They are responsible for the local Title III program. Except for two of the substate areas, there is also a JTPA-funded older worker specialist position in each office. The substate grantee coordinators and older worker specialists work together to ensure that eligible older worker applicants are provided the most appropriate services available under JTPA.

- In MISSOURI, the Division of Job Development and Training contracts with the Division of Employment Security for an employment service technician position in each service delivery area to provide follow-up and outreach for Title III clients. This includes identifying potential enrollees who are fifty-five and older by using computerized lists of unemployment insurance claimants.

Sometimes found in small states or territories, state organizational structures that consolidate program responsibilities under one administrative entity can expand the options available to clients. For example, the administrative entity for the Title III dislocated worker program in the DISTRICT OF COLUMBIA is also the same entity that operates the JTPA Title II-A, 3-percent set-aside, Wagner-Peyser, and District-funded employment and training programs. This organizational structure allows dislocated older workers to have a wide variety of programs from which to choose to best meet their needs. Upon entering the District's employment and training system, the dislocated older worker receives information on all available services, and is not automatically referred to "older worker" programs. The District's JTPA and city-funded on-the-job training programs also allow the waiver of some program policies regarding the type of job and hours of work.

Referral of eligible older workers to the Title III dislocated worker program from the Title II-A, 3-percent set-aside program is a useful option used by some states with limited resources for serving older individuals. For example, in OKLAHOMA the area agencies on aging that administer the 3-percent set-aside program are encouraged by the state to refer dislocated older workers to the Title III program to stretch 3-percent set-aside resources.

Since voluntary or mandatory early retirement has become a common way for companies to reduce labor costs, some states have instituted state-level policies and procedures to address the potential problems and special needs of older individuals who face early retirement. Some examples follow.

- COLORADO, LOUISIANA, AND SOUTH DAKOTA have established policies whereby Title III JTPA service providers may accept documentation of forced or early retirement as the equivalent of layoff notice in establishing applicant eligibility for Title III participants. These policies have enabled these states to provide JTPA services to more older dislocated workers.
- In SOUTH CAROLINA, group orientation is provided to dislocated workers at plant closures that includes workers taking early retirement since many of them want another job to supplement reduced retirement benefits or pensions that are deferred to age 62/65. In situations where the number of older workers is high, representatives from the dislocated workers rapid response unit provide additional information on job search and problems facing older dislocated workers.

Including provisions that enhance employment opportunities for older workers in planning documents or the waiver of program requirements for serving substantial numbers of older individuals are effective strategies used in a number of states. For example, WASHINGTON has a requirement that the substate Title III plan must include a description of methods to be used to identify and provide outreach to dislocated older workers, including those older workers who do not receive information through

traditional networks. The state also serves as an example of how a special program waiver can be used to help older individuals. Section 315 (a) (1) of JTPA requires that not less than 50 percent of the funds expended under Title III by any substate grantee shall be expended for retraining services such as classroom training, occupational skill training, on-the-job training, out-of-area job search, and basic and remedial education. One of the criteria for a Governor's waiver to lower the percentage to 30 percent is written justification and documentation from adult education and organized labor that the substate grantee plans to serve a substantial percentage of workers with special needs or barriers to employment, including age.

At least one state has implemented a policy to provide statewide services specifically for dislocated older workers. In ARKANSAS, the Governor's JTPA administrative entity has contracted with ABLE, Ability Based on Long Experience, an older worker organization, to use Title III funds to enhance services to older dislocated workers on a statewide basis.

Some states have a policy of evaluating the number of older workers involved in plant closings or mass layoffs to determine if substantial numbers of older workers are affected. For example, in responding to plant closings or mass layoffs, an outplacement survey form is completed in PENNSYLVANIA for those individuals affected by the closing or layoff. This form includes age determination. If the survey reveals that a substantial portion of the affected workers are fifty-five or older, the state will attempt to link the appropriate agencies, such as Pennsylvania's area agencies on aging, to assist older dislocated workers. Such agencies would not necessarily be contacted if the outplacement survey did not reveal a substantial number of older individuals affected by the closing or layoff. However, according to the survey respondent, all dislocated workers, including older workers, receive appropriate assistance during closing and layoff situations. In addition to rapid response efforts, the state has a network of job centers that offer an array of employment, training, rehabilitation, education, welfare, and other citizen services. When possible, local employment, training, and support services are colocated at a member agency site in the community, such as a local Job Service or JTPA office. This includes the assignment of older worker specialists to job centers specifically to address the needs of older workers.

WORKPLACE is another PENNSYLVANIA project that enhances service to dislocated workers, including older workers. It is a joint project of the State Library of Pennsylvania and the Department of Labor and Industry. It links Pennsylvania's state library system with JTPA agencies through extensive print, database, and media resources to provide cost-effective, easily accessible services for dislocated workers. Through the WORKPLACE computer software, older dislocated workers are assisted in making informed decisions about jobs, careers, and education. Services include career guidance, skills assessment, resume preparation, financial counseling, video workshops, and job search skills accessed through the WORKPLACE system.

4. Wagner-Peyser Act—Job Service Policies and Practices

Background on Job Service and JTPA Amendments to Wagner-Peyser Act

The Job Service, known as the "Employment Service" until 1976, was implemented during the Great Depression under the Wagner-Peyser Act of 1933. Initially, it operated a large-scale referral service for public works and work relief programs, as well as referring applicants to private sector jobs. In 1982, JTPA amended the Wagner-Peyser Act to accomplish several key objectives including strengthening the linkages between the local Job Service and JTPA service deliverers in planning and operating programs for the economically disadvantaged. Included in the amendment is a requirement for the local Job Service with each appropriate private industry council and the chief elected official to develop a plan for providing services in their respective service delivery areas. The amendment also has a provision for reserving 10 percent of each state's Wagner-Peyser allotment for use by the Governor for such purposes as serving groups with special needs and initiating exemplary models for delivering services. This provision is particularly relevant for this guide because it provides additional options for states to enact state-level program policies, practices, and procedures that enhance employment and training opportunities for older individuals.

State-Level Policies, Practices, and Procedures Relating to the Job Service and Other Wagner-Peyser Act Provisions

A lack of sensitivity to older workers by local Job Service staff was cited by several states as an impediment to providing services to older individuals participating in a variety of programs, including Job Service. The following are some examples of state policies and practices to ameliorate the situation in the Job Service.

- In ALASKA, the Older Alaskans Commission has offered training in aging issues to Job Service staff. According to the survey respondent, the training was so successful that the state plans to continue the practice. In addition, the state drafted a memorandum of understanding between the Older Alaskans Commission, the Employment Service Division, and the Alaska Job Training Council relating to the provision of employment and training services for older individuals.

Assignment of older worker specialists to the Job Service from older worker organizations, or designating Job Service staff to work exclusively with older clients has proven to be an effective practice in several states. Some examples follow.

- In CALIFORNIA, an older worker consultant is responsible for assisting the manager to ensure that older workers receive the maximum employment services available. These consultants serve as resource people for the Job Service staff when providing counseling, testing, referral, and job development services for older workers. The consultants supplement other mainstream services by working directly with older workers who have special needs.
- In COLORADO, KANSAS, AND OKLAHOMA, Title V Senior Community Service Employment Program enrollees serve as part-time older worker specialists in numerous Job Service offices throughout the state.
- In FLORIDA, the Job Service hires part-time workers over age fifty-five to serve job applicants in their age group through provisions of the Senior Community Service Employment Program, Title V of the Older Americans Act. In fiscal 1990, these workers placed 1,565 individuals, 51 percent of whom were over age fifty-five.
- In ILLINOIS, each Job Service office has a staff member assigned to work with older workers on either a full-time or part-time basis. The Job Service also works on specific placement of older workers based on particular requests by employers.
- INDIANA has a similar policy. An agreement between Job Service and Green Thumb allows Title V Senior Community Service Employment Program participants to work in local employment offices. The state has an integrated employment and training system that permits older workers coming in for labor exchange also to have access to JTPA Title II-A 3-percent programs, local JTPA 78-percent programs, and JTPA Title III dislocated workers services.
- In MISSISSIPPI, the Employment Security Commission has assigned to each local employment service office a staff member with first-line duty to serve older workers. In addition, each local employment service office also assists with the promotion of the older worker. Emphasis is placed on job development, placement, counseling, and testing services.
- In NEW JERSEY, the Division of Employment Services has entered into a written agreement of cooperation with the Department of Community Affairs, Division on Aging, SCSEP. The agreement concerns the stationing of SCSEP community resource specialists in local employment service offices and the Green Thumb Program. Employment service activities flowing from the work of the employment resource specialists or Green Thumb enrollees are charged to Wagner-Peyser labor exchange funding. An employment service policy regarding cooperation with Green Thumb, issued in 1985, describes working with the Green Thumb program in recruiting, hiring, and placing Green Thumb enrollees. The 1991 version of the cooperative agreement is intended to be a special effort to place older worker Green Thumb enrollees in unsubsidized jobs.

- In PENNSYLVANIA, an older worker specialist is located with each Job Service operation in each local job center office. The older worker specialist ensures that older workers get all possible assistance in the job center offices. In addition, there is a formal memorandum of cooperation between the Pennsylvania Department of Aging and the Job Service to help ensure joint mutual support between the two agencies and their programs on behalf of all elderly Pennsylvanians.
- In WASHINGTON, some Job Service centers have designated a specific counselor to be the older worker specialist and encourage that individual to participate in older worker conferences and training sessions. In other cases, Job Service centers utilize Title V Senior Community Service Employment Program employees as older worker specialists.
- In WEST VIRGINIA, employment security offices have older worker employment specialists to aid in the assessment of JTPA program participants' skills.

The following are other examples of state policies, practices, and procedures designed to enhance the quality and quantity of services to older individuals under the Job Service.

MISSOURI has established a policy that requires each local Job Service office to provide services to older workers age fifty-five and up at a rate equal to the percentage of services offered to individuals in each of the other age groups, ages twenty through forty, and ages forty through fifty-five. The Missouri Division of Employment Security monitors its local offices on an annual basis. Any local office failing to meet this mandate has to submit a corrective action plan for review and approval by the central office of the Department of Employment Security.

The Wagner-Peyser 10-percent Governor's Discretionary Fund is being used to support employment and training programs for older workers in some states. For example, the CALIFORNIA State Employment Development Department receives Wagner-Peyser 10-percent discretionary funds to administer a McMasters Job Coach program for training older individuals for a variety of jobs at McDonald's restaurants. This creative training and employment program has had a very positive impact on employment opportunities for older workers. The first year of funding placed forty-five older workers in permanent positions in restaurants near their homes.

In some states, the Job Service has a general policy of enhancing employment and training services for older individuals. For example, in MONTANA, the Job Service identifies and refers potential participants to the JTPA Older Worker program; sponsors an annual "Older Worker Week," a statewide effort to bring attention to this segment of the workforce, and disburses publications about older workers to employers and clients. For the first half of the 1990 program year, 4.3 percent of all Job Service placements were older workers. In the DISTRICT OF COLUMBIA, approximately $50,000 in Wagner-Peyser Act funds is used to support a staff member to administer a Title V Older Americans Act grant from the National Council of Senior Citizens. This program provides work experience for economically disadvantaged senior citizens as well as placement in unsubsidized employment.

In ILLINOIS, the working relationship between Job Service and JTPA has been enhanced by a state-level policy that requires coordination agreements between the private industry councils (PICs) and the local employment service offices, as well as the area agencies on aging. Criteria must be negotiated to cover the topical areas of joint planning, information exchange, referral procedures, and services for common clients.

CALIFORNIA has several policies that govern services provided by the field offices to older workers: provide such services as are necessary and available to promote equal employment opportunities for older workers in competition with other workers of similar qualifications; ensure equity of effort between those who can be readily placed and those who are hard to place by providing the hard to place with job search workshops, employment counseling, individual job development contacts, and other employment-directed services; withhold referrals on job orders that contain discriminatory age specifications; cooperate with other departments, agencies, and institutions—both public and private—in providing job counseling and placement services and developing employment programs for older workers; and engage in promotional activities, as part of the regular year-around field office promotional program, to develop favorable attitudes and beliefs about older job seekers and to bring to employers an awareness of this source of labor.

5. Senior Community Service Employment Program (SCSEP), Title V, Older Americans Act State-Level Policies and Practices

Background on the Senior Community Services Program, Title V, Older Americans Act

The Title V Senior Community Services Employment Program will be funded at a $395 million level supporting approximately 65,000 jobs in Program Year 1992. The program is managed by the U.S. Department of Labor by allocating funds to ten contractors, and 22 percent of the total to the Governors. The Governors decide which agency in state government should have the authority for program management and oversight and, in most states, this responsibility has been turned over to the state unit on aging.

The primary objectives of Title V are to provide part-time, subsidized employment for low-income persons, fifty-five and over; to enhance the general welfare of a community by bolstering its human services capacity; and to encourage the transition of older workers to the unsubsidized job market through training, job finding support, and counseling. Although most older individuals have had extensive work experience, many times the program allows older workers to gain the self-confidence necessary to seek employment or to re-enter the workforce. Title V programs differ from JTPA 3-percent set-aside programs in several ways.

- *Job Placement.* A major emphasis of Title V is placing eligible older individuals in community service (with a goal to eventually make the transition to the unsubsidized job market). The primary emphasis of JTPA is unsubsidized job placement in the private sector with limited provisions for work experience.
- *Expenditure of Funds.* Most of the Title V funds are spent directly on wages for older worker participants, while JTPA funds are used in support of job training and other employment-related activities.
- *Eligibility Criteria.* Title V permits a higher poverty standard for eligibility (125 percent of the poverty level) than the JTPA 3-percent set-aside program (100 percent of the poverty level or 70 percent of the lower living standard income level).
- *Program Administration.* The Title V program is the responsibility of the federal government through the U.S. Department of Labor's Division of Older Worker Programs, Office of Special Targeted Programs, while state government has the primary responsibility for administering the JTPA 3-percent set-aside program.

However, in spite of the differences between the two programs, there are a variety of state policies, practices, and procedures to enhance the coordination and collaborative efforts between the Title V and the 3-percent set-aside programs, and other programs that serve older individuals. Some of these policies have already been discussed in the previous chapters. The following are additional examples of state policies, practices, and procedures relating to coordination and collaborative arrangements between Title V and JTPA programs.

- Coenrollment of eligible Title V participants in JTPA is a common state practice used to provide vocational training or other employment services for older individuals enrolled in the Title V program. For example, CALIFORNIA's Department of Aging is conducting a private sector experimental project in the banking industry under Section 502(e) of the Older Americans Act. The banking industry is considered to be a high tech, growth industry with an ongoing need for a workforce with the characteristics normally found in the older worker (e.g., reliability, experience, pride in work, and efficiency). The project is designed so that Title V participants are coenrolled in JTPA to receive classroom training from the Banking Institute, Inc. Title V pays wages to the participants while in training, and JTPA pays for the training costs.

- In VIRGINIA, the Department for the Aging receives both Title V and JTPA 3-percent set-aside funds. This practice facilitates coordination of the two programs, and maximizes the benefits of each program for older workers.

One of the longstanding problems in Title V has been participants who become long-term enrollees because they are unable to make the transition to unsubsidized private sector jobs. To address this issue, some states have developed state-level policies requiring the rotation of Title V SCSEP positions for individual enrollees. This encourages the host organizations to hire participants rather than lose them to another agency as a consequence of rotation. Some of the states believe that a lack of a national policy on the rotation of Title V enrollees impedes the program. For example, one respondent stated, "One policy that impedes getting older workers employed in the private sector is the lack of a limit on how long a participant can stay on assignment in a community service agency before seeking unsubsidized employment. Although local program operators can have their own policies, it does not have the authority of a national policy." The following are examples of state-level rotation policies.

- GEORGIA has a state-level policy requiring the rotation of Title V SCSEP positions for individual enrollees every twelve to twenty-four months. This policy has enabled the program to serve more individuals because it encourages the host agencies to hire enrollees rather than lose them due to rotation. Although the state staff feel that enrollees may not like to be rotated to other agencies, this policy seems to partially solve the common problem of enrollees staying in the same subsidized positions for an indefinite time without being hired by the host agency.

- MISSOURI has an annual worksite rotation policy that is beneficial in increasing unsubsidized placements. One state cited the long duration of Title V enrollments as an impediment to employment, since JTPA contrac-

tors who are in a position to provide needed vocational training or placement assistance tend to have negative stereotypes of long-term Title V participants "who do not seem to want to find full-time positions."

Some states have enacted state-level policies relating to the allocation of Title V funds that they believe enhance employment opportunities for older workers, while other states have allocation policies that some state officials believe have a negative effect on employment opportunities. The following are examples of each type of policy.

- FLORIDA has a unique state-level policy related to the Governor's 22-percent allocation under Title V of the Older Americans Act. Instead of operating its own program, the state allocates the 22-percent funds back to six of the seven national contractors operating in Florida to increase the available authorized positions in underserved areas of the state. The program administrator believes that this policy enhances older worker employment since more of the Title V funds are spent for subsidized positions, rather than for the administrative costs in support of another Title V program at the state level.

- Another state has a policy of distributing Title V funds to area agencies on aging based on an allocation formula, rather than a competitive RFP process. A state official considers this policy to be a program impediment because agencies receive funds whether or not they have an interest in operating an employment and training program. In addition, some of the area agencies on aging receive such a small amount of funds, particularly for administration, that it is difficult to operate a program that will maximize employment and training opportunities for older workers. The state official believes that if a policy were enacted whereby awards were made competitively and to fewer agencies, economies of scale would allow better use of scarce administrative funds. In addition, it could be assumed that agencies that compete would be seriously interested in operating the program.

6. Conclusions

As the nation's pool of younger workers shrinks and the number of persons age fifty-five and older increases, the nation faces unprecedented labor shortages in the future; some areas have already experienced serious shortages during good economic times. In addition to meeting the nation's labor needs, there is concern about the capability of the Social Security system and private pension funds to support the retirement of baby boomers who will begin to retire by 2010.

State policymakers are strategically positioned to help alleviate potential labor shortages and the strain on retirement systems by creating a favorable environment for older workers. It is critical that states establish policies, practices, and procedures that increase employment opportunities for older individuals, and encourage older workers to remain in the labor force beyond the minimum retirement age. Of particular importance are state policies that can have a profound effect on retention and employment opportunities for older individuals such as those related to state and federal employment and training programs; state civil service; training and educational opportunities provided by state educational institutions; Job Service, and special private sector initiatives.

It is gratifying to discover the vast number of innovative policies, practices, and procedures that some state policymakers have already developed and implemented. However, it is also clear that there is more to be done to eliminate current policies that impede employment opportunities for older workers, as well as to adopt policies, practices, and procedures described in this document that may be appropriate. In any case, states should keep the following general principles in mind as they address and plan for the needs of older workers.

- States should establish a single-focus state-level planning mechanism to address the broad employment and training needs of older individuals. States that have state-level task forces or committees to study older worker issues and develop goals for addressing the employment and training needs of older individuals have been successful in getting agencies to target more services to older individuals; in improving coordination of services; in avoiding duplication of services; in identifying gaps in services; and in improving the attitudes of employers toward older workers through media and public relations efforts.
- The interests of older workers must be adequately represented in policymaking bodies such as JTPA state job training coordinating councils, private industry councils, vocational education councils, and other boards and committees that deal with employment, training, and education issues or

provide supportive services. To represent the interests of older workers, an individual should be knowledgeable about the issues and communicate frequently with older worker organizations. Too often, older workers are neglected as these committees focus on other groups, such as at-risk youth.

- Older worker organizations should increase their advocacy roles on behalf of mature individuals. These organizations can play a vital role in increasing employment opportunities for older workers by better informing the general public and employers about the advantages of hiring and retaining older workers. Through their relationships with private and public sector employers and the general public, representatives from older worker organizations are in a strategic position to change negative attitudes about older workers by emphasizing their reliability, experience, organizational loyalty, and good work habits. In addition, employers should be made aware of the important role that older workers can play in alleviating projected labor and skill shortages.

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Appendix

Proclamations by the Governors of New Mexico and New York

Proclamation

GARREY CARRUTHERS

Governor of New Mexico

WHEREAS, THE STATE OF NEW MEXICO RECOGNIZES A CAPABLE, EDUCATED AND EXPERIENCED WORKFORCE OF INDIVIDUALS 55 YEARS OF AGE AND OLDER; AND

WHEREAS, THE OLDER WORKER EXEMPLIFIES NEW MEXICO'S WORK ETHICS, IDENTIFIED BY INDUSTRY AS ONE OF THE BEST IN THE NATION; AND

WHEREAS, THE OLDER WORKER MEETS THE DEMANDS OF BUSINESS AND INDUSTRY BY PROVIDING A STABLE WORKFORCE THROUGH THEIR LOYALTY, HIGH PERFORMANCE STANDARDS, JOB KNOWLEDGE AND COMMUNITY INVOLVEMENT; AND

WHEREAS, THE OLDER WORKER PPOVIDES EMPLOYERS WITH THE CAPACITY TO LEARN, GOOD JUDGMENT, AND AN INVESTMENT IN TRAINING; AND

WHEREAS, THE PROGRAMS AND SERVICES ADMINISTERED BY THE NEW MEXICO DEPARTMENT OF LABOR, IN PARTNERSHIP WITH THE AGENCY ON AGING AND OTHER STATE AND FEDERAL ENTITIES THROUGHOUT THE STATE, PROVIDE TRAINING AND EMPLOYMENT OPPORTUNITIES TO THE OLDER WORKER SEEKING GAINFUL EMPLOYMENT;

NOW, THEREFORE, I, GARREY CARRUTHERS, GOVERNOR OF THE STATE OF NEW MEXICO, DO HEREBY PROCLAIM MARCH 17, 1990, AS:

"SENIOR EMPLOYMENT WEEK"

IN NEW MEXICO.

ATTEST

SECRETARY OF STATE

DONE AT THE EXECUTIVE OFFICE
THIS 6TH DAY OF MARCH, 1990.

WITNESS MY HAND AND THE GREAT
SEAL OF THE STATE OF NEW MEXICO.

GARREY CARRUTHERS
GOVERNOR

State of New York

Executive Chamber

The older worker is a valuable resource of maturity, experience and stability in our workforce.

In New York state, we strive not only to lead the nation in productivity and excellence but also to build a system of employment and training that will afford all persons, regardless of age, the opportunity to find appropriate work and to gain new skills to keep up with the changing demands of the workplace.

The state of New York recognizes and welcomes the contributions of older adults in our society and will work to ensure that all citizens, regardless of age, have the opportunity to contribute to the workforce for as long as they are able and wish to do so.

NOW, THEREFORE, I, Mario M. Cuomo, Governor of the State of New York, do hereby proclaim March 10-16, 1991, as

EMPLOY THE OLDER WORKER WEEK

in New York State.

GIVEN under my hand and the Privy Seal of the State at the Capitol in the City of Albany this twentieth day of February in the year one thousand nine hundred and ninety-one.

Mario M. Cuomo

BY THE GOVERNOR:

Secretary to the Governor

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